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ABSTRACT

Sponsored by the Pennsylvania Association for the Education of Young Children, this study involved a statewide survey to assess the salary levels, benefits, working conditions, and turnover rates for teaching and administrative staff of child care centers and Head Start programs in Pennsylvania in 1992. A random sample of 2,500 licensed, full-day centers resulted in the final sample of 401 centers surveyed, with a 54 percent response rate. Results showed that almost all child care teachers and assistants were women in their childbearing years. The average wage was $6.40 an hour for beginning teachers and $7.66 an hour for experienced teachers. Nonprofit centers paid higher wages to starting teachers than did for-profit centers. Less than one-third of child care teachers, and approximately one-fourth of assistants, received fully paid health coverage, though a greater percentage of Head Start teaching staff received fully paid health and dental benefits. The turnover rate was 31 percent for teachers in child care centers and 14 percent for Head Start teachers. A description of Pennsylvania early childhood services, highlights of national findings for child care and Head Start programs, and implications for the study, are provided. (MM)

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PENNSYLVANIA CHILD CARE AND HEAD START

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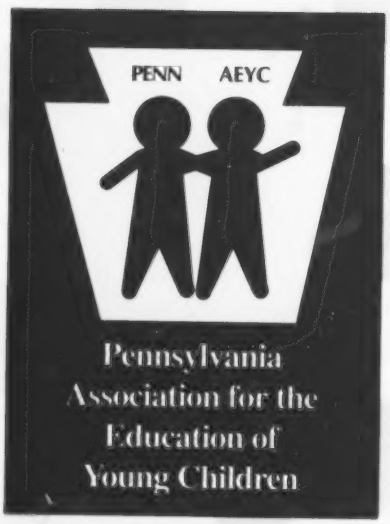

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1992 STATEWIDE SALARY SURVEY

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PennAEYC Mission

The Pennsylvania Association for the Education of Young Children provides statewide leadership emphasizing high quality care and education for young children through advocacy, linkages and networking.

PennAEYC is a state organization representing 19 local affiliate groups with a membership of over 3,000 Early Childhood Professionals in the Commonwealth.

PennAEYC is affiliated with

The National Association for the Education of Young Children (NAEYC).

NAEYC is the nation's largest association of early childhood professionals with over 80,000 members nationwide.

1992 PENNSYLVANIA
STATEWIDE STAFFING STUDY
OF LICENSED CHILD CARE CENTERS
AND HEAD START PROGRAMS

The Pennsylvania Association for the Education of Young Children
. . . PennAEYC . . .
coordinated and conducted an in-depth statewide Child Care and Head Start staffing study in Pennsylvania.

This endeavor was the collaborative effort of many stakeholders throughout the Commonwealth.

This project was funded by:
The National Association for the Education of Young Children (NAEYC)
through a Compensation MAG Grant
The Pennsylvania Head Start State Collaboration Project
The Pennsylvania Child Care and Development Block Grant
The Pittsburgh Foundation
The Pennsylvania Association of Child Care Agencies

The following AEYC Groups:
Pennsylvania, Pittsburgh, Capital Area, Lehigh & Northampton
Delaware Valley, Gettysburg, Lancaster
In kind support:
PennAEYC Board Members & Project Consultants
Delaware Valley Child Care Council

PennAEYC is one of 46 state affiliate groups of the National Association for the Education of Young Children, an 80,000 member organization.

PENNSYLVANIA ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN

• The Pennsylvania Child Care Staffing Study •

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Capital Area
Lehigh & Northampton
Delaware Valley
Gettysburg
Lancaster
In kind support:
PennAEYC Board Members
DVCCC

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The 1992 Pennsylvania Statewide Staffing Study has been a coordinated project enlisting the collaboration, financial support and volunteer efforts of many interested stakeholders.

Critical to the success of this project were the many individuals from local AEYC affiliates throughout the state who participated in the project, collected data for the project and offered on-going moral support and cooperation throughout the past year and one-half.

A statement of gratitude is certainly in order to the Child Care Employee Project for championing national efforts to address the issues of salaries, benefits and working conditions for early childhood professionals. Their commitment to this critical issue has been inspirational to many states and cities. The CCEP list of participants now includes Pennsylvania.

Devotion to the task of coordinating our organization's workforce, training volunteers across the state, collecting data and working with the Child Care Employee Project was actualized through the diligent efforts and determination of dee vogt, Project Coordinator. Appreciation is to be expressed to the Regional Coordinators and other Project Consultants for their energy and contributions. They are: Winnie Feise, Claudia Saitz, Ethel Tittnich, Susan Harlan, Denise Dowell, Debbie Green, Letty Thall, Lisa Heinzleman, Mary Graham, Joan Benso, Pat Levin and Juli Corrigan. Technical assistance was professionally provided by Peggy Vento, Janice Pollina, and Crystal Lauver.

PennAEYC also wishes to thank other project supporters and consultants that help to define the meaning of collaboration on behalf of young children and their families within our Commonwealth: The National Association for the Education of Young Children (NAEYC), Richard Fiene, Ph.D., Director of the Division of Training and Early Childhood Development, Bureau of Child Day Care Services; Sandra C. Joseph, Director, Head Start State Collaboration Project; Beth Milder Beh, Advisor to the Governor on Child Care Policy; The Governor's Commission for Children and Families Commissioners and Mrs. Ellen Casey, Chair of the Commission.

Many thanks to Sharon Lynn Kagan and Joan Lombardi for mentorship and devotion to collaboration, public policy, and QCA.

Marsha Poster, Ph.D., PennAEYC President and Jane M. Allis, M.Ed., PennAEYC Vice-President for Advocacy, were the contributing authors and editors of this important contribution to Pennsylvania's understanding of the current status of salaries, benefits and working conditions of early childhood professionals. It is their hope and the hope of many others that this document will provide information and inspiration for 'Next-Steps' toward a stable, qualified, adequately compensated, and well-trained early childhood workforce within the Commonwealth.

Finally, perseverance, a sense of humor and friendship have been an equally rewarding outcome of this project.

In Grateful Memory of Ed Miller
The PennAEYC Board expresses appreciation & acknowledges the contributions Ed Miller had made to this project and to the lives of young children in our Commonwealth.

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CHAPTER III

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Introduction to the Project

IN JANUARY OF 1991, THE GOVERNING BOARD OF THE PENNSYLVANIA ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN (PennAEYC) MADE A commitment to conduct a statewide study to assess the salary levels and working conditions of child care employees in Pennsylvania. The study was conducted through volunteer efforts of PennAEYC members throughout the state.

A random sample of the 2,500 licensed full-day Child Care Centers in the Commonwealth resulted in a final sample of 401 centers to be surveyed. The sample was selected by county for each of the four Pennsylvania Department of Public Welfare (DPW) child care licensing regions:

Regions	No. Returned	Return Rate
Northeastern Region	67 Centers	54%
Southeastern Region	152 Centers	47%
Central Region	85 Centers	65%
Western Region	97 Centers	65%
Head Start Grantees	36 Agencies	54%

PennAEYC chose to contract with the Child Care Employee Project (CCEP) to conduct a statewide survey. CCEP requested a 32% of return rate to analyze the data and the percentages far exceeded this rate.

A survey instrument and an agency to provide technical assistance was selected to assist PennAEYC in all aspects of the study. A volunteer network of survey coordinators was established and training occurred during the summer of 1991. Advance information about the upcoming survey was provided to professionals in the early childhood field in Pennsylvania through mailings, conferences, and public announcements.

Funding for the project was sought from local AEYC affiliates in the state, NAEYC through affiliate compensation project MAG grants, foundations, and early childhood advocacy agencies.

In fall-winter of 1991, the Pennsylvania Head Start State Collaboration Project joined with the PennAEYC Salary Survey project to conduct a salary and working conditions survey of the 67 Pennsylvania Head Start Grantee agencies' employees in the Commonwealth.

Initial contacts were made with the sample of 401 Child Care Centers and the 67 Head Start Grantees in December 1991. Surveys were mailed to participants beginning in January 1992. Follow-up mailings and reminders were sent. Surveys were returned by April 1992 and sent to the consulting agency, The Child Care Employee Project, for analysis. Their final report, *The Pennsylvania Survey of Child Care Center and Head Start Program Salaries, Benefits, and Working Conditions: 1992*, was completed by September of 1992.

Sponsoring Agencies of the Study

The Pennsylvania Association for the Education of Young Children

THE PENNSYLVANIA ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN (PennAEYC), WITH THE ASSISTANCE OF INTERESTED STAKEHOLDERS, conducted a statewide survey of salary and working conditions of Child Care Center and Head Start workers throughout Pennsylvania. PennAEYC is an affiliate of The National Association for the Education of Young Children (NAEYC), the largest professional association of early childhood professionals in the nation. NAEYC, founded in 1926, provides services to its more than 80,000 members and 380 affiliates throughout the United States. NAEYC also administers The National Academy of Early Childhood Programs, a national voluntary accreditation system for early childhood programs and schools.

As a state affiliate, PennAEYC provides support for 19 local affiliates throughout Pennsylvania, addresses public policy issues affecting young children in Pennsylvania, and serves as a communication link and source of information between and among national and local groups and related agencies throughout the state with common goals and purposes. PennAEYC membership represents approximately 3,000 professionals who work with and for young children throughout the state.

A primary goal of the National, state and local AEYC associations is to support and enhance the development of young children and the competency of all persons working with them. To this end, the affiliates sponsor conferences, workshops, publish journals and newsletters, and provide information on legislation and regulations affecting young children.

NAEYC implemented a "Full Cost of Quality" campaign in 1990-91 to help the public – parents, community and business leaders, legislators – all become more aware of the importance of support for high quality care for young children. Our state affiliate, PennAEYC, believes a statewide salary survey is a critical first step toward understanding how hiring and retaining qualified teachers affects the quality of care, education and support Pennsylvania children are receiving.

The Head Start State Collaboration Project

IN 1991, PENNSYLVANIA WAS AWARDED A GRANT FROM THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES TO INITIATE THE PENNSYLVANIA HEAD START STATE Collaboration Project. The primary purpose of this project is to create significant partnerships among state agencies to improve the long-term outcomes of economically disadvantaged children and families in the Commonwealth.

Two sub-goals defined by project task forces are to increase the number of children being served by Head Start in the state and to assist in the establishment of a design that addresses low salary structures and poor employee benefits in the early childhood field.

In recognition of the important link between retaining trained staff through adequate compensation and the quality of the experiences young children receive, the Collaboration Project decided to conduct annual salary surveys of Head Start personnel in Pennsylvania.

While the survey instrument selected for the Pennsylvania Study was not oriented specifically toward Head Start personnel, both PennAEYC and the PA Head Start State Collaboration Project felt that the opportunity to work together and obtain shared data was a beneficial opportunity for both agencies and the Commonwealth.

The Child Care Employee Project

THE CHILD CARE EMPLOYEE PROJECT (CCEP) IS AN INDEPENDENT, NON-PROFIT AGENCY BASED IN CALIFORNIA. THE GOAL OF THIS AGENCY IS TO ENSURE THAT high quality early childhood programs are available to all families regardless of economic status. CCEP has developed a salary survey instrument for the use of local communities, agencies, state licensing departments, etc. to collect important information on the salaries and working conditions of early childhood employees.

Several states and individual cities have already conducted surveys using the CCEP instrument to get a clear picture of the working conditions of child care employees in their areas. CCEP has been conducting an on-going study, The National Child Care Staffing Study, using the information gained from individual studies.

Do You Value Early Childhood Professionals?

The rise in the use of center-based early care and education programs has increased consistently over the past 25 years. Among families in which the mother works outside the home, center-based programs care for three out of ten preschool-age children, compared with one out of twenty in 1965. Half of all three-to-four year olds are in such programs either part day or full day, regardless of whether or not the mother is employed. Programs for children younger than age three continue to grow at an alarming rate.

The National Academy of Early Childhood Programs, a division of the National Association for the Education of Young Children, Accreditation System has defined the Criteria hallmarking high quality in early childhood programs. This greatly respected process supports and promotes that the most important element necessary for quality in young childrens' programs are the frequent, positive, warm interactions among the adults and the children.

Therefore, good quality early childhood programs require environments that value adults as well as children.

Major improvements in training, salaries, benefits and working conditions for the adults that bring caring and learning into the daily lives of young children are critical.

Parents, early childhood professionals, organizations, government and industry must increase their commitment and resources to redefine programs for young children to include and enhance the factors that affect the quality of life for the adults and children in their care.

This booklet provides information. . .

Do We (in Pennsylvania) Value Early Childhood Professionals?

Our commitment will provide solutions. . . . .

We can not accept less.

CHAPTER I

Pennsylvania Early Childhood Services

- Licensed Child Care Centers
- Pennsylvania Head Start

Purpose and Goals of the Study

- Need for the Study
- Survey Goals

Pennsylvania Early Childhood Services

PENNSYLVANIA OFFERS MYRIAD SERVICES TO FAMILIES WITH YOUNG CHILDREN, INCLUDING EARLY CHILDHOOD PROGRAMS, EARLY INTERVENTION programs for young children, health care services, mental health services, etc. Some programs are privately funded and/or sponsored, some publicly funded and/or sponsored, and some combine both types of funding and sponsorship. Public funding can come from federal, state and community resources. The two types of services surveyed in this study are only a part of the picture of all early childhood services in the state.

It should be noted that a significant proportion of early childhood programs were not able to be included in this study. Specifically, programs in public schools, school-age only programs, preschool programs licensed by The Board of Private Academic Schools, family day care homes and group homes, and church-sponsored programs exempt from licensure were not included. In the future, the Commonwealth would benefit from conducting a comprehensive study on all program types on an annual basis in order to make decisions about enhanced compensation strategies and effective use of state and federal early childhood resources.

As noted, early care and education programs in public schools, those serving only school-age children, those licensed solely by The Board of Private Academic Schools, and church sponsored were not included in the study. Child care services in family day care homes and group day care homes were also not a part of this study. A description of the two types of early childhood programs surveyed follows.

Licensed Child Care Centers

A CHILD CARE CENTER IS A PROGRAM OFFERING CARE FOR MORE THAN 12 CHILDREN FROM INFANCY THROUGH AGE 15 FOR ANY PART OF THE DAY EXCLUDING THE educational component of a public or private school day. Child Care Centers generally care for children whose parents work or are in education or training programs, centers operate from early morning to evening, with children attending five 8-9 hour days each week 12 months a year. Some offer extended hours or 24 hour care for shift workers.

Most Child Care Centers serve preschool age children, with a growing number also serving infants, toddler and school-age children. Centers offer children a planned program balanced to provide opportunities for learning, social, interaction, play, physical exercise, and relaxation. They also provide a clean and healthful environment including snack and/or meals, unique to each Center's philosophy.

The 2,500 Child Care Centers in Pennsylvania are licensed by the PA Department of Public Welfare (DPW) and inspected annually for compliance with state regulations. State regulations also set minimum qualifications for child care staff in those programs. Programs serving children in families under certain income guidelines may receive state and federal funding to subsidize the fees of these families, though funding is inadequate to support all families eligible. Parent fees are the main or sole source of income for most Child Care Centers in the state. Child Care Centers may be privately or publicly owned/sponsored and may be non-profit or for-profit operations.

Pennsylvania Head Start

PENNSYLVANIA HEAD START IS A FEDERALLY-FUNDED CHILD DEVELOPMENT PROGRAM THAT PROVIDES A COMPREHENSIVE program of parental involvement, nutritional, medical, psychological, social and educational services to multi-need, low-income families of preschoolers. Head Start began in 1965 as an early intervention program for the nation's economically disadvantaged preschool and school age children. Since 1972, Head Start programs also include a designated proportion of special needs children in their enrollments.

Head Start Grantees in Pennsylvania may design their programs in a variety of ways to meet local needs, though all programs are mandated to provided comprehensive services to the families they serve. Grantees may operate a single site preschool setting, several preschool programs, a home-based (home visiting) program, or a combination of the above. Recently, through federal/state initiatives, more Head Start programs have begun to serve children under the age of three, to provide child care services for the balance of the child's day or contract for such services, and to work with school districts to provide family oriented early childhood programs.

Head Start preschool classrooms usually offer half-day programs for children, with the balance of the day utilized for an additional half-day session or planning comprehensive services for families, home visits, and the like. The curriculum fosters the development of the whole child, with an emphasis on nurturing self-esteem. Most Head Start preschool classrooms in Pennsylvania operate on a nine month school calendar. Head Start emphasizes and offers comprehensive training for its staff. Parents are involved in all aspects of Head Start, from governance to working in the classroom. A large number of Head Start staff are former parents who have previously been in the program.

Purpose and Goals of the Study

Need for the Study

NATIONAL AND LOCAL STUDIES HAVE INDICATED A STAFFING CRISIS IN THE EARLY CHILDHOOD FIELD, WITH TURNOVER IN CHILD CARE CENTERS REACHING 41% and in Head Start programs 19-25%. The consequences for young children are poorly trained staff and a constantly changing array of teachers and caregivers, breaking the bonds of trust that must form for children to develop healthy self-concepts.

Child Care and Department Block Grant, State Child Care Funding, and Head Start Re-Authorization Act monies allocated to Pennsylvania must be spent wisely. PennAEYC sees the results of this survey as providing critical information to help determine where money should be spent to ensure that quality staff are working with Pennsylvania's young children.

Survey Goals

- To provide the Commonwealth with in-depth information about demographics, educational levels, salaries, benefits and working conditions, and turnover of staff in a sample of selected types of early childhood programs.
- To encourage the Commonwealth to broaden and continue the collection of this important data on an annual basis.
- To provide child advocates with specific information to enable them to work toward ensuring that young children in Pennsylvania early childhood programs have positive learning experiences provided by a trained and stable workforce.
- To provide parents, administrtors and advocates with critical information about salaries, benefits, and working conditions.
- To provide data on salaries, benefits and working conditions in Pennsylvania that can be compared with national trends and future studies. The survey instrument is nationally recognized and has been utilized in past studies and is continuing to be used in cities and states as part of the National Child Care Staffing Study.

CHAPTER II

Highlights of National Findings for Child Care and Head Start Programs

- Teaching Staff and Quality Early Childhood Programs

The National Early Childhood Staffing Crisis

- The National Child Care Staffing Study - 1988
- The Head Start Staff Salary Survey - 1990
- The Demand and Supply of Child Care in 1990: Joint Findings of The National Child Care Survey (1990) and a Profile of Child Care Settings
- Summary of Findings

Highlights of National Findings for Child Care and Head Start Programs

STUDIES CONDUCTED NATIONALLY OVER THE PAST FEW YEARS HAVE INDICATED SOME ALARMING TRENDS IN EARLY CHILDHOOD PROGRAMS. LOW TEACHER salaries resulting in high teacher turnover have been confirmed in studies on both child care and Head Start programs. The impact of turnover and low salaries on the quality of early childhood programs is of primary concern to the well being and future of young children nationwide.

Early childhood professionals in Pennsylvania felt that it was important to determine whether these trends are reflected in Pennsylvania's early childhood system. PennAEYC and the Head Start State Collaboration Project conducted a statewide survey of Child Care Centers and Head Start programs for this purpose. Before looking at the results of the Pennsylvania study, it is important to review what recent studies reveal about early childhood staff and quality programs for young children.

Teaching Staff and Quality Early Childhood Programs

THERE ARE MANY FACTORS THAT INFLUENCE WHETHER CHILDREN'S SOCIAL, EMOTIONAL, PHYSICAL, AND COGNITIVE NEEDS ARE MET IN AN EARLY CHILDHOOD program. A safe and healthy environment with interesting and age appropriate materials are important criteria in any program. From the child's point of view, however, the teachers themselves are the most important components of the program. Children need consistent, caring and reliable adults.

Research has shown that teachers with appropriate training, education, and experience have been found to spend more time interacting with children in their care than the less skilled and less trained component of the workforce. Furthermore, the children in their classes were also found to be more cooperative and involved in activities and made greater intellectual gains than their counterparts with less qualified teachers.[1] The National Child Care Staffing Study found that teachers with more years of formal education in their field provided more sensitive and appropriate interactions with children in their care.[2]

It is critical that Pennsylvania do all it can to ensure that qualified teachers are working with young children in at-risk programs such as Head Start and child care programs where children are spending 35 hours a week or more in care. It is also important that early childhood programs are able to retain qualified staff so that children are nurtured by a consistent set of adults who can help them build the trusting bonds and feelings of security that are necessary to benefit from positive learning experiences that foster growth and development.

The National Early Childhood Staffing Crisis

The National Child Care Staffing Study – 1988

THE NATIONAL CHILD CARE STAFFING STUDY, COORDINATED BY THE CHILD CARE EMPLOYEE PROJECT IN 1988, FOUND THAT SUBTLE BUT HIGHLY SIGNIFICANT changes had taken place for staff in Child Care Centers since the last significant nationwide study on child care that was conducted in 1977. The National Child Care Staffing Study was based on findings of observations, interviews and assessments of staff and children, as well as written and telephone surveys with 227 Child Care Centers located in five metropolitan areas. These programs were representative of Center-based care throughout the nation. **Particularly alarming were statistics on teacher turnover. Turnover for teaching staff was found to have nearly tripled in the past decade, from 15% in 1977 to 41% in 1988. The most significant variable linked to such high teacher turnover was low wages for caregiving staff.**[3]

Though the educational level of teaching staff surveyed had increased during this same period, child care wages, when adjusted for inflation, had decreased by 20%. The average salary (full-year) for a child care teacher in this 1988 study was $11,568, compared to the general labor force figures of $26,066 for women and

$42,422 for men with a comparable educational level (1987 figures). Teachers with the lowest salaries were found to be twice as likely to leave their jobs as teachers in child care earning the highest wages.[4]

A link to quality was also found to correlate with higher teacher wages. The study found that the quality of care in most centers surveyed was "barely adequate." However, higher quality care was provided in centers where:

- teachers received higher wages.
- teachers had better overall work climates (including benefits).
- staff turnover was reduced.
- staff were more highly trained and educated.
- staff cared for fewer children at one time.
- **centers were accredited by the National Association for the Education of Young Children's (NAEYC) National Academy of Early Childhood Programs and/or located in states with high standards.[5]**

Of these variables impacting on quality, staff wages were found to be the strongest predictor of the quality and appropriateness of care children received.[6]

The Child Care Staffing Study also examined the effects of lower quality care and high staff turnover on children in care. Children in centers with high teacher turnover spent more time "aimlessly wandering" and less time involved with social activities than their peers in higher quality centers with more stable staff. Children in centers with high teacher turnover also scored lower in language development.[7]

Interestingly, a study focusing attention on the cost of quality care in (NAEYC) National Academy of Early Childhood Accredited Programs was conducted by the General Accounting Office (1987-88). This study found that the average salary of teachers in high quality programs was higher than the average of teachers in general in the National Child Care Staffing Study. **Teachers in centers meeting the accreditation criteria of NAEYC's National Academy of Early Childhood Programs averaged $14,000 a year.[8]**

Low wages were not offset by benefits packages for child care teaching staff. Only 35% of full-time teaching staff received full or partially paid health insurance, compared to 54% of workers nationally. Less than one third of full-time teaching staff received life insurance; only 21.6% had a retirement plan. The most commonly offered benefit (and lowest cost benefit to the child care employer) was a reduced child care fee offered to 59.3% of full-time child care workers.[9]

Another interesting finding was that low and high income children were more likely to attend higher quality centers than children from middle income families.[10] Centers serving low income children may receive public funding to boost teacher salaries, while centers serving high income families are able to charge higher tuition or fees to meet the costs of higher quality care.

The Head Start Staff Salary Survey — 1990

HEAD START PROGRAMS HAD ALSO BEGUN TO NOTICE THE EFFECTS OF LOW TEACHER SALARIES ON RECRUITING AND MAINTAINING STAFF. CONSEQUENTLY, the National Head Start Association began a comprehensive study in the fall of 1989 to study Head Start salaries. 644 Head Start grantees out of 1,868 nationwide had responded to the survey by January, 1990, with 36 of the 67 Pennsylvania grantees included in that number.

The average salary of Head Start teachers in the study was $11,859, with teachers in a majority of programs making $10,793 or less.[11] (This figure is remarkably similar to the figure found for child care staff by the National Child Care Staffing Study in 1988, however comparisons cannot be easily made as two years difference occurs between the studies and Head Start teachers work a nine month year to the child care teacher's twelve month year). Head Start teacher salaries were able to be compared in this study to public school teacher salaries.

In the same communities where Head Start teachers averaged $11,859 in salaries, public school starting salaries averaged $19,586. Thus, Head Start teachers, regardless of qualifications and experience, were making only 61% of public school teachers entering an early childhood classroom for the first time.[12] In Head Start Region 3, which includes Pennsylvania, average Head Start teaching salaries were a little higher, $12,172, but public school starting salaries were also higher at $20,413. **In Pennsylvania, then, Head Start teachers were making only 60% of public school starting teacher salaries.[13] Figures delineating salaries from another study done in 1987-88 by the Administration for Children, Youth, and Families, compared with figures obtained in the National Head Start Study indicating that Head Start salaries over that two year period have remained relatively flat with 3% growth, while public school salaries had risen more sharply at 7%.[14]**

Collins notes that low teacher salaries place many families of teachers in Head Start at poverty or near poverty levels. For 36% of Head Start staff, the sole source of their family's income is their own salary, lending even greater impact to this finding.[15]

How did low salaries affect turnover in Head Start programs? The study found a turnover rate in January 1990 of 25% among programs responding. Low salaries were cited as the primary reason for leaving the job in 45% of programs responding. Another 22% cited leaving for a better job as the primary reason.[16]

While these turnover figures are alarming, particularly when the at-risk children involved are in special need of consistent, quality staff, they are not as high as the 41% found in Child Care Centers in the

National Child Care Staffing Study. Collins notes that reasons for lower turnover in Head Start can only be speculated, but suggests that the ideals associated with Head Start, priority given to training, and career development opportunities (especially for parents who become staff members) may help to offset the influence of low wages on turnover for Head Start staff.[17]

Benefits for Head Start staff were found to be comparable to public school teachers as a percentage of salary, though the lower salaries for Head Start teachers thus decrease the worth of Head Start benefits.[18]

The salary findings in the National Head Start study resulted in federal funding being allocated for Head Start programs specifically to combat low compensation. The Head Start salaries reported in the Pennsylvania study reflect increases from this compensation funding.

The Demand and Supply of Child Care in 1990: Joint Findings of The National Child Care Survey (1990) and a Profile of Child Care Settings

THE MOST RECENT STATISTICS ABOUT EARLY CHILDHOOD PROGRAM TEACHING STAFF COME FROM TWO PARALLEL STUDIES CONDUCTED NATIONWIDE IN 1990. These studies were able to look at the changes occurring in programs since a similar study was conducted in the mid-1970s. In 1990, there were approximately 80,000 early care and education centers licensed to serve 4.2 million preschool children in the U.S. This constitutes a three-fold increase in the number of centers since the 1970s, with four times as many children enrolled by 1990.[19]

In 1990, two-thirds of all centers were operated on a non-profit basis, with the balance operating for profit.[20]

These latest studies confirm that early childhood teachers in Child Care Centers and Head Start programs continue to earn low wages, as reported in the previously mentioned studies. **In fact, the average salary of all early childhood teachers in centers ($11,500) was found to have declined by almost one-quarter over the past 15 years, when adjusted for inflation, despite the fact that the levels of education and training for teachers has increased over this time.**

Early childhood teachers continue to exceed the level of education of the average woman in the U.S.[21] **Wages of Head Start teaching staff were $9.67 per hour; non-profit child care teachers made $7.40-$8.10; for profit child care teachers $5.43-$6.30; and public school teachers $14.40 (see table 4).[22] As in the Head Start Salary Survey, this study finds a dramatic difference in both Head Start and child care salaries when compared to early childhood teachers in the public schools.**

In these studies, turnover rates were reported at 25%, but turnover statistics did not include assistant teachers and aides. The National Child Care Staffing Study report of 41% turnover for all child care staff did include information about turnover rates for teachers, assistant teachers, and aides. Interestingly, only half of all centers reported experiencing turnover, but in those centers reporting turnover, turnover rates averaged 50%![23]

Some additional indicators of quality have worsened for children in this same time period, as well. **Increases in enrollments of children, with little comparable increases in staff, have resulted in larger group sizes in classes (an increase of 16%) and a rise in the average child to staff ratio (an increase of 25%).** The study found that children in the toddler age group were most likely to be in classrooms with larger than recommended group sizes and ratios.[24]

The study found that while teacher salaries, when adjusted for inflation have declined significantly, fees charged to parents have remained relatively stable since the mid-1970s, including the inflation factor. **The percent of center budgets receiving public support has declined from 29% to 19% over this same period, while the proportion of budgets paid for by parent fees has risen from 70% to 76%.[25]**

The proportion of a family's income spent on care for children was directly related to the amount of family income. Though poor families were less likely to pay for care because of subsidies, families with incomes less than $15,000 per year spent as much as 23% of their income on child care. Families with incomes greater than $50,000 per year, on the other hand, averaged only 6% of their income on child care.[26]

Summary of Findings

THE CONSENSUS OF RECENT FINDINGS ON EARLY CHILDHOOD PROGRAMS NATIONWIDE DEPICTS A CRITICAL SITUATION IN EARLY CHILDHOOD CENTERS, particularly child care and Head Start programs.

- **L**ow wages and lack of benefits are the norm for early childhood teachers in child care and Head Start comparable to public school teachers and women in general in the workforce. Real wages have declined as much as 25% over the past 15 years.
- **L**ow wages are the primary cause of high turnover rates for child care and Head Start programs nationwide.
- **H**igh turnover impacts negatively on the quality, appropriateness, and consistency of the care and education of children in early childhood programs.
- **H**igh turnover negatively impacts children's social and language skills.

• Group sizes and child-teacher ratios, indicators of quality, have increased for programs nationwide, with toddlers most often in groups exceeding recommended sizes and ratios.

• Children from middle income families were less likely to attend high quality child care programs than children from low or high income groups.

• Parent fees have remained relatively stable over the past 15 years. Low income parents pay more than twice as large a proportion of their income for child care as higher income parents.

• Public funding has decreased for child care since the mid-1970s, with parent fees supporting a larger portion of the center budgets.

The 1991-92 Pennsylvania Staffing Study of Child Care Centers and Head Start Programs was designed to examine some of the variables affecting staff and the young children they serve in early childhood settings in the Commonwealth. The following report, prepared by the Child Care Employee Project for PennAEYC, details the results of that study.

FOOTNOTES

1. Collins, R.C., "Child Care and the States: A Comparative Licensing Study", *Young Children*, July, 1983: 3-11.
2. Whitebrook, Marcy; Howes, Carollee; and Phillips, Deborah, Who Cares?: *Child Care Teachers and the Quality of Care in America*, Final Report: National Child Care Staffing Study, Child Care Employee Project, 1989: 112.
3. Ibid, 74.
4. Ibid, 74.
5. Whitebrook, Marcy; Howes, Carollee; Phillips, Deborah; and Pemberton, Caro. "Who Cares?: Child Care Teachers and the Quality of Care in America", *Young Children*, November, 1989.
6. Whitebrook, Howes and Phillips, 112-114.
7. Ibid, 109-110.
8. Collins, Raymond C., Head Start Salaries: 1989-90 Staff Salary Survey, National Head Start Association, Summer, 1990.
9. Whitebrook, Howes, and Phillips, 53.
10. Ibid, 147.
11. Collins, 6.
12. Ibid, 6-7.
13. Ibid, 11.
14. Ibid, 15.
15. Ibid, 19.
16. Ibid, 16.
17. Ibid, 17.
18. Ibid, 18.
19. Willer, Barbara; Hofferth, Sandra; Kisker, Ellen; Divine-Hawkins, Patricia; Farquhar, Elizabeth; and Glantz, Frederic, *The Demand and Supply of Child Care in 1990; Joint Findings from The National Child Care Survey 1990 and A Profile of Child Care Settings*, NAEYC, 1991: 43.
20. Ibid, 21.
21. Ibid, 35, 46-47.
22. Ibid, 18.
23. Ibid, 40.
24. Ibid, 37, 48.
25. Ibid, 46, 48.
26. Ibid, 31.

TABLE 4. PROFILES OF EARLY EDUCATION AND CARE SETTINGS, 1990*

	Centers							All Centers	Family Day Care	
	Non-profit					For-profit				
Program Characteristic	Head Start	Public School	Religious Sponsor	Other Sponsor	Independent	Chain	Independent		Regulated	Nonregulated
Average enrollment per program	50 children	58	73	58	63	91	67	62	6	3
Average percentage of children ages 3 to 5 in relation to total enrollment	99%	83%	74%	74%	69%	48%	59%	62%	39%	40%
Average percentage of children from families receiving public assistance	68%	NA	5%	30%	10%	6%	8%	17%	5%	13%
Average percentage of program income from public agencies	95%	76%	3%	38%	11%	3%	6%	22%	NA	NA
Percentage of programs charging fees	NA	39%	99%	91#	98%	100%	99%	85%	99%	77%
Average hourly fees of programs charging fees	NA	$1.19*	$1.65	$1.39	$1.73	$1.47	$1.53	$1.59	$1.64	1.48
Average hourly wage of teachers	$9.67	$14.40	$8.10	$8.46	$7.40	$5.43	$6.30	$7.49	$4.04	$1.25
Average group size for 3-year-olds	19 children	16	16	20	18	18	18	17	7/5*	4/2*
Average child/staff ratio for 3-year-olds	8.4 children per adult	7.4	8.7	8.8	8.4	11.0	9.0	9.9	6.4/4.4	4.2/1.4
Average percentage of teachers who have a college degree	45%	88%	50%	52%	49%	31%	35%	47%	11%	15%
Average annual teacher turnover rate	20%	14%	23%	25%	25%	39%	27%	25%	NA	NA
Distribution of centers by legal status and auspices within sample	9%	8%	15%	8%	25%	6%	29%	100%	NA	NA

*Data on nonregulated family day care from the NCCS; all other data from the PCS.
#Small sample sizes.
NA – Not applicable or not available.

Sources: A Profile of Child Care Settings; National Child Care Survey 1990

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CHAPTER III

Chapter III is a report prepared by the
Child Care Employee Project, Oakland, California.

The Pennsylvania Survey of Child Care Center and Head Start Program Salaries, Benefits, and Working Conditions: 1992

- Sample Description
- The Findings:
  - Demographics of Pennsylvania Child Care Center Staff
  - Demographics of Pennsylvania Head Start Program Staff
  - Salaries Paid by Pennsylvania Child Care Centers
  - Salaries Paid by Pennsylvania Head Start Programs
  - Benefits and Working Conditions Offered in Pennsylvania Child Care Centers
  - Benefits and Working Conditions Offered in Pennsylvania Head Start Programs
  - Turnover in Pennsylvania Child Care Centers
  - Turnover in Pennsylvania Head Start Programs
- Summary

The Pennsylvania Survey of Child Care Center and Head Start Program Salaries, Benefits, and Working Conditions: 1992

Sample Description

THIS REPORT DOCUMENTS THE CURRENT WAGES, BENEFITS, WORKING CONDITIONS AND TURNOVER RATES FOR CHILD CARE CENTER AND HEAD START TEACHING and administrative staff in Pennsylvania. For the purposes of this study, a *child care center* was defined as a full-day, child care program (single site) licensed by the Pennsylvania Department of Public Welfare. A random sample of the 2,500 licensed child care programs in the state resulted in a sample of 401 centers to be surveyed.

Qualifying centers had to operate full year/full day, serve a minimum of 15 children with a staff of at least six persons, serve no more than 50% special needs children, and not be a school-age only program. The survey did not include programs licensed solely by the Pennsylvania Board of Private Academic Schools or early childhood programs exempt from such licensure because of church sponsorship. The sampling was conducted by county for each of the four Pennsylvania child care licensing regions: Southeastern, Northeastern, Central, and Western Region.

For the purposes of this study, a *Head Start Program* was defined as a Pennsylvania Head Start Grantee. All 67 Head Start Grantees in the state were included in the survey. Grantees included single and multi-site programs.

Information, based on responses to the Child Care Staff Salary and Working Conditions Survey,[1] was collected in Winter, 1992 from a final sample consisting of 212 center based and 36 Head Start programs, representing a 54% response rate.

The 36 responding Head Start programs discussed in the report were distributed throughout the state. The 212 child care centers discussed here were located as follows: 25% were from the Central region, 25% from the Western region, 20% from the Northeast and 30% from the Southeast region. Forty percent were operated in a for-profit basis, 60% were non-profit programs. The Northeast region tended to have a greater proportion of for-profit programs than did the other regions.

Represented in the Survey findings are 3,795 center staff members: 1,145 teachers, 2,014 assistants, 360 teacher/directors, and 276 directors. Also represented in the survey findings are 1,466 Head Start staff: 461 teachers, 814 assistants, 90 teacher/directors, and 101 directors. For child care centers, a teacher relates to the Pennsylvania position of "Group Supervisor," while assistant teacher included both "Assistant Group Supervisors" and "Aides." For Head Start Programs, all staff with administrative responsibilities (administrators, full-time directors, and coordinators) were included in the administrator category.

The majority of center based programs served infants through school-aged children. Virtually all programs served pre-schoolers. Approximately 88% served kindergarten-aged children, 81% served toddlers and approximately 64% served infants and school-aged children. As would be expected given the Head Start mandate, fewer Head Start programs served such a broad age range. Fourteen percent served infants, approximately 17% served toddlers and kindergarten-aged children, and 11% served school-aged children.

THE FINDINGS[2]

Demographics of Pennsylvania Child Care Center Staff

ALMOST ALL CHILD CARE TEACHERS AND ASSISTANTS IN PENNSYLVANIA WERE WOMEN IN THEIR CHILDBEARING YEARS. MALE TEACHERS COMPRISED 3% OF THE teacher population, 5% of the assistant population, 6% of the teacher/director population and 11% of the more highly paid director population. Thirty-six percent of teachers and 44% of assistants were under 30 years old. Only one quarter of teacher/directors and 8% of directors were under 30.

Thirty-three percent of teachers and 43% of assistants had been employed in their positions for less than one year. Only 21% of teachers and 11% of assistants had been employed at their centers for more than five years, compared to 28% of teacher/directors and 44% of directors.

Child care teaching staff in Pennsylvania have completed more years of formal education than the average American worker.[3] Eighty-four percent of teachers in Pennsylvania centers had completed some college and two thirds had earned a Bachelor's degree, reflecting the high level of education among child care teaching staff nationwide.[4] Among assistants, 41% had completed at least some college, with 8% having earned a Bachelor's degree.

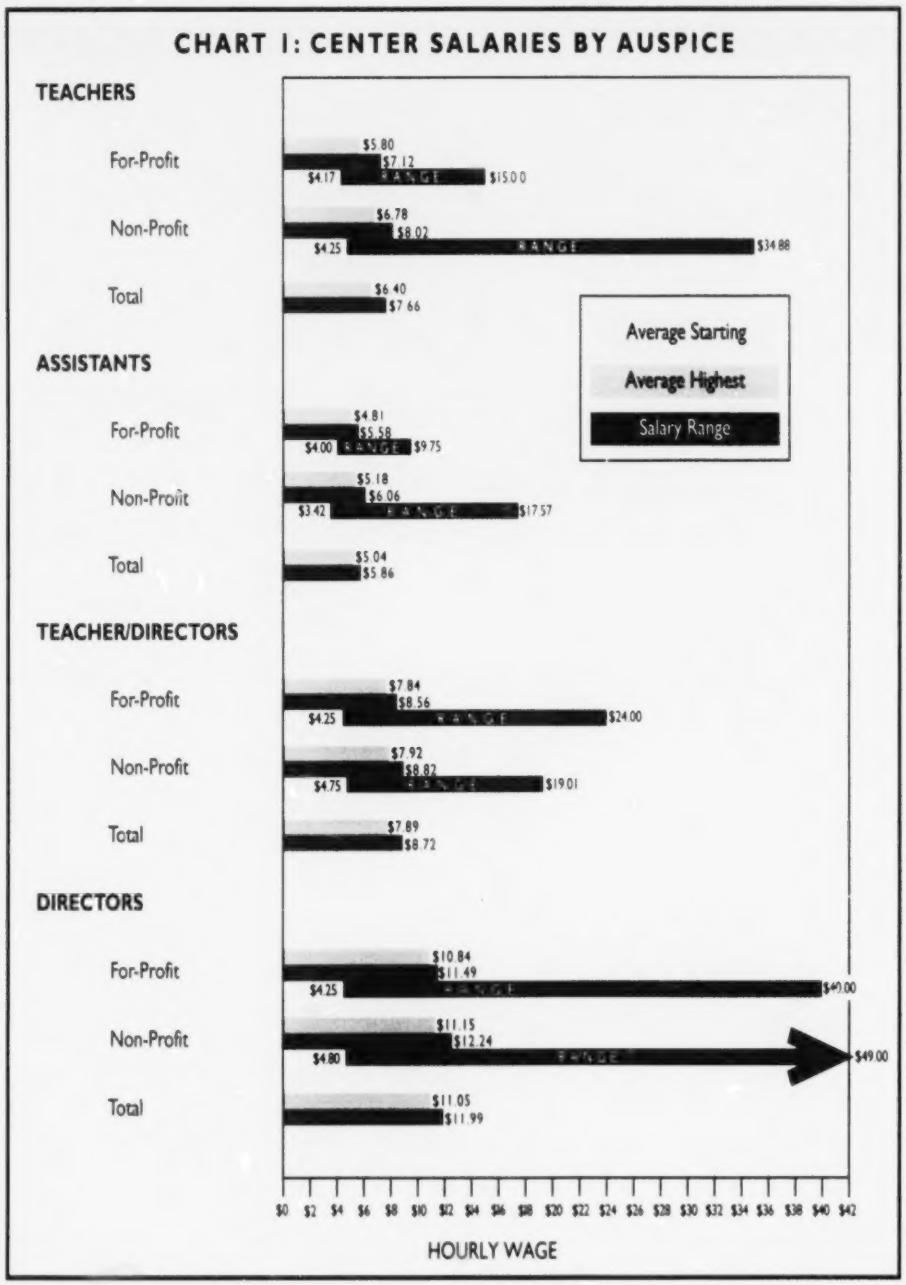
Demographics of Pennsylvania Head Start Program Staff

LIKE THEIR COLLEAGUES WORKING IN OTHER TYPES OF CHILD CARE SETTINGS THROUGHOUT THE STATE, MOST HEAD START STAFF WERE WOMEN IN THEIR childbearing years. Male teachers comprised only 3% of the teacher population and 2% of the assistant population. The vast majority of teaching staff were aged 30-50, notably older than staff in other Pennsylvania centers.

Forty-nine percent of teachers, 35% of assistants, 36% of teacher/directors and 59% of directors had been on the job over five years. Among other program types in Pennsylvania, only 21% of teachers, 11% of assistants, 28% of teacher/directors and 44% of directors were reported to have been at their centers for that length of time.

The education level among Pennsylvania's Head Start teaching staff was very high – 98% of teachers and 53% of assistants had completed some college. Fifty-eight percent of teachers and 8% of assistants had completed at least a Bachelor's degree. One hundred percent of teacher/directors had completed some college, and 75% had earned a Bachelor's degree. The educational level of directors was also high. Ninety-six percent had completed some college – 30% had earned a Bachelor's degree and another 30% had completed some graduate work or had earned an advanced degree.

CHART 1: CENTER SALARIES BY AUSPICE



Salaries Paid by Pennsylvania Child Care Centers

THE SALARY FINDINGS SHOWN IN CHART 1 REFLECT THE STARTING HOURLY WAGES AS WELL AS THE HIGHEST HOURLY WAGES IN DIFFERENT TYPES of programs offered to teachers, assistants, teacher/directors, and directors in different types of programs. Chart 2 documents wages in different regions of the state. Child care teaching staff in Pennsylvania, like their counterparts in other communities, earn abysmally low wages.[4] The average starting wage was $6.40/hr. for teachers and $5.04/hr. for assistants. The average wage for experienced

teachers* was only $7.66/hr. and for assistants, only $5.86/hr. This translates to an annual income of $11,200 for teachers and $8,820 for assistants earning the starting salary, and $13,405 for teachers and $10,255 for assistants earning the highest salary in full-time programs.[6]

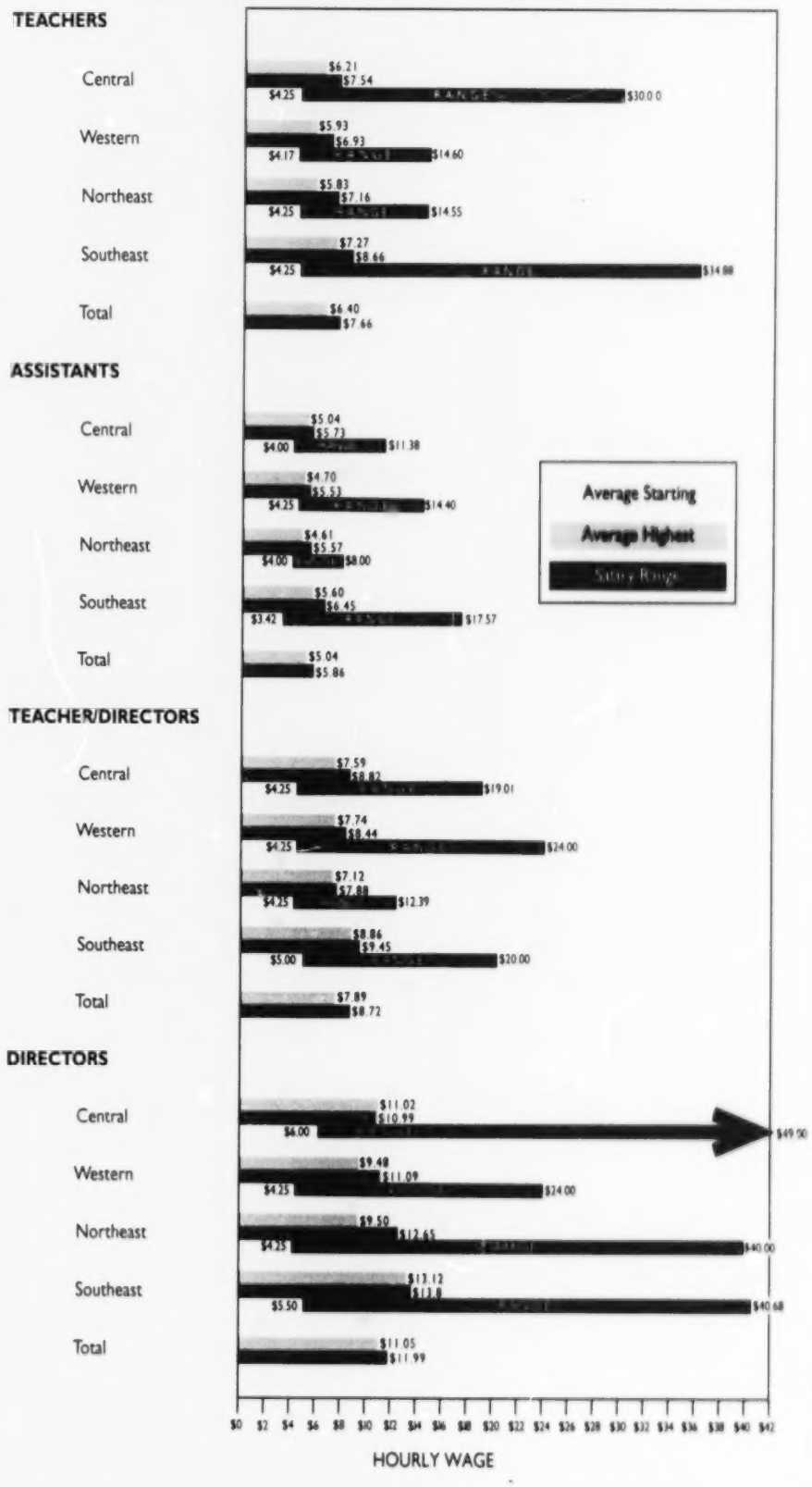
Teacher/directors typically are highly trained and seasoned staff. Nonetheless, the average starting wage of $7.89/hr. translates to an annual salary of $13,807. Directors earned substantially more, yet even the highest average hourly wage still translates to an annual income of only $20,982.

Overall, non-profit centers paid higher wages to starting teachers and experienced assistants than did for-profit centers. Within regions, starting teachers in for-profit centers in the Southeast earned more than their counterparts in the West and Northeast and experienced teachers in for-profit centers in the Southeast earned more than their for-profit counterparts in the other three regions. Among non-profit centers, starting teachers in the Southeast earned more than those in other regions.

Two percent of teachers and 3% of assistants were protected by collective bargaining agreements, roughly comparable to 4% of teaching staff represented nationally.[7]

* In this study, "experienced" refers to teachers earning the highest wages paid in a center or Head Start program for a particular job title. It does not indicate a specified number of years on the job. Therefore, an "experienced" teacher could have been on the job for several months or several years. Because data was collected by job title rather than by individual, it is not possible to relate specific salaries in length of time on the job.

CHART 2: CENTER SALARIES BY REGION

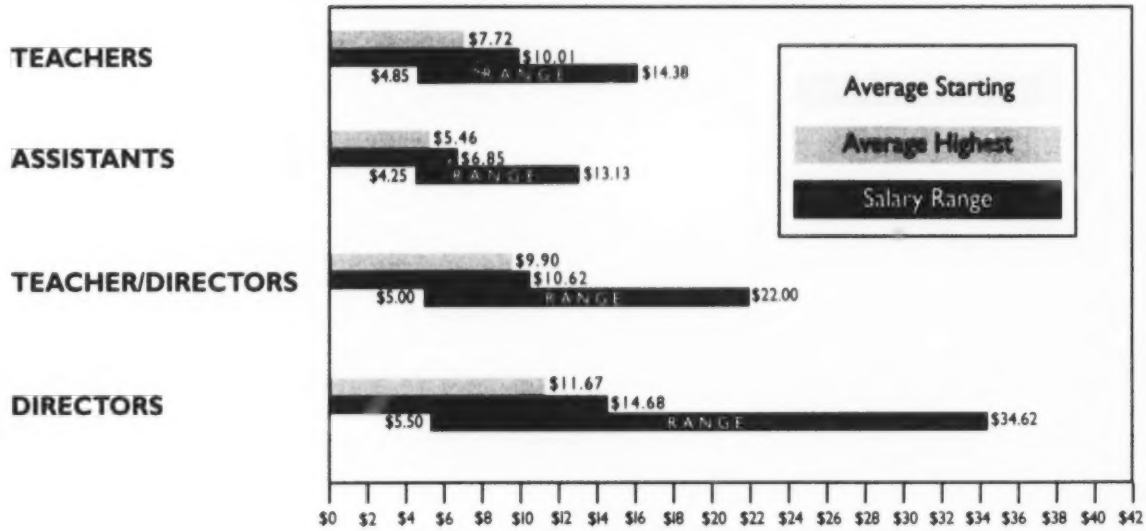


Seventy-nine percent of center budgets were reported to be spent on salaries. There were no significant regional or auspice differences in the amount of budget devoted to salaries.

Thirty-six percent of programs reported receiving public funding. On average, public funds constituted 23% of the total revenue of those programs. In Pennsylvania, teachers in programs that received greater amounts of public funding tended to earn higher wages and have better working conditions. For assistants, greater amounts of public funding were linked with higher wages for experienced staff and better working conditions and benefits overall. For teacher/directors, greater amounts of public funding were linked with higher wages and better benefits for experienced staff.

However, for directors, greater amounts of public funding, although linked with higher wages for those with experience and better working conditions overall, were also tied to higher turnover. A higher percentage of budget spent on salaries also was linked to higher director turnover. These figures may indicate that while directors are paid at significantly higher rates than other staff, their wages still do not provide an adequate income, nor do they compensate for the education and training required for these positions.

CHART 3: HEAD STARTSALARIES



Salaries Paid by Pennsylvania Head Start Programs

THE SALARY FINDINGS SHOWN IN CHART 3 REFLECT THE STARTING HOURLY WAGES AS WELL AS THE HIGHEST HOURLY WAGES OFFERED TO TEACHERS, ASSISTANTS, teacher/directors and directors in the Head Start programs. Teaching staff in Pennsylvania Head Start programs earn low wages. The average starting hourly wage was $7.72 for teachers and $5.46 for assistants.

The average hourly wage for experienced teachers was $10.01 and for assistants, only $6.85. In Head Start, the average work year is 40 weeks for teachers and assistants. Administrators work 50 weeks a year. At 35 hours a week, these hourly wages translate to an annual income of $10,808 for teachers and $7,644 for assistants earning the starting salary and $14,014 for teachers and $9,590 for assistants earning the highest salary.

Some Head Start workers work less than a seven-hour day. Thus the annual earnings for Head Start staff may be even lower than reported above. Although Head Start teaching staff earn slightly higher hourly wages than early childhood personnel in Pennsylvania child care centers, their earnings fall between one-third and one-half of earnings for other comparably educated workers in the labor force.[8] Six percent of teachers and assistants in Pennsylvania Head Start programs were protected by a collective bargaining agreement.

Benefits and Working Conditions Offered in Pennsylvania Child Care Centers

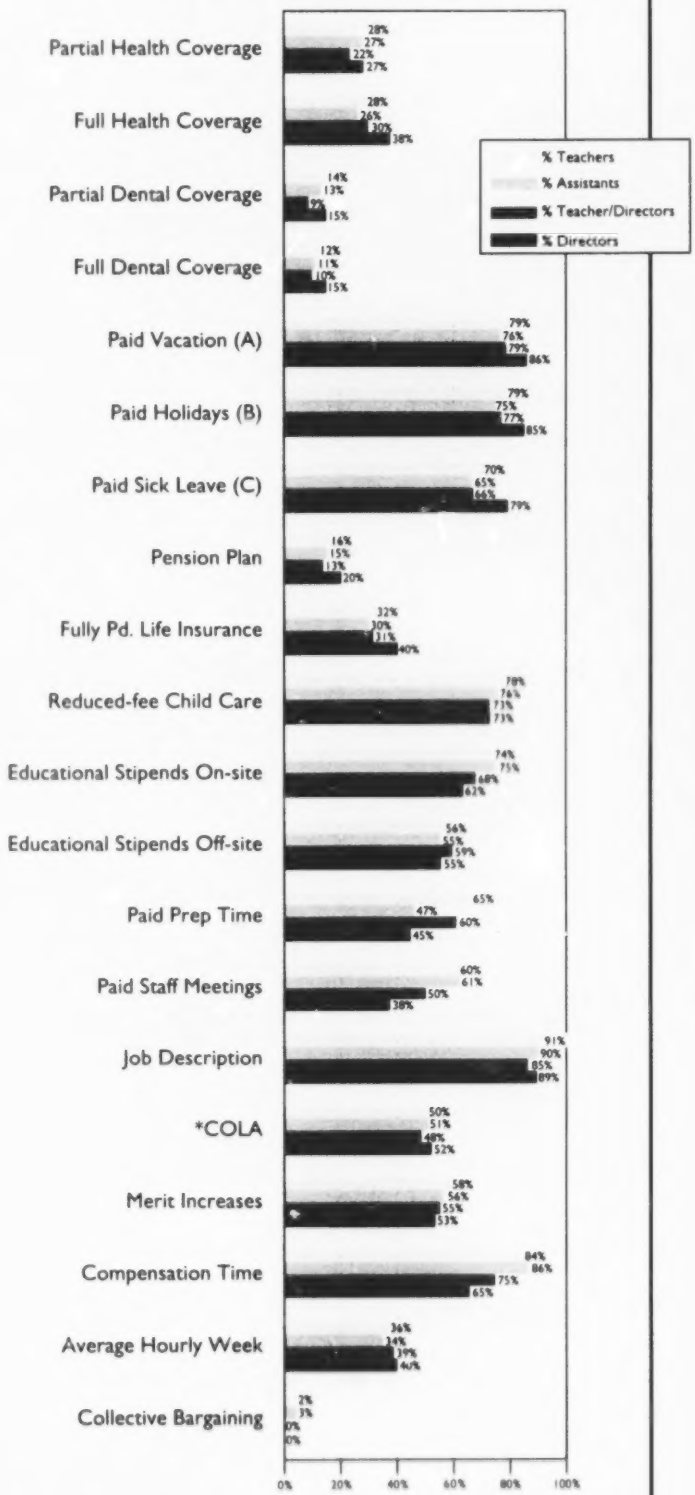
BENEFITS ARE A MAJOR WAY TO SUPPLEMENT EARNINGS. HOWEVER, LESS THAN ONE-THIRD OF CHILD CARE TEACHERS AND APPROXIMATELY ONE-FOURTH OF ASSISTANTS RECEIVED FULLY PAID HEALTH coverage. The vast majority of teaching staff did not receive fully paid dental coverage, life insurance or retirement benefits, but those who did were more likely to work in non-profit programs.

Teachers in the Western region were significantly less likely to receive compensation for overtime than those in the Northeast or Southeast. There were no other significant differences in working conditions between regions.

Benefits and Working Conditions Offered in Pennsylvania Head Start Programs

A GREATER PERCENTAGE OF HEAD START TEACHING STAFF RECEIVED FULLY PAID HEALTH AND DENTAL BENEFITS THAN WAS THE CASE AMONG CHILD CARE center staff in the state. As indicated in Chart 5, a higher percentage of Head Start staff received paid sick days, pensions, life insurance, cost of living and merit raises and support for training than other center based staff. Programs which spent a higher portion of their budget on salaries provided assistants with better benefits.

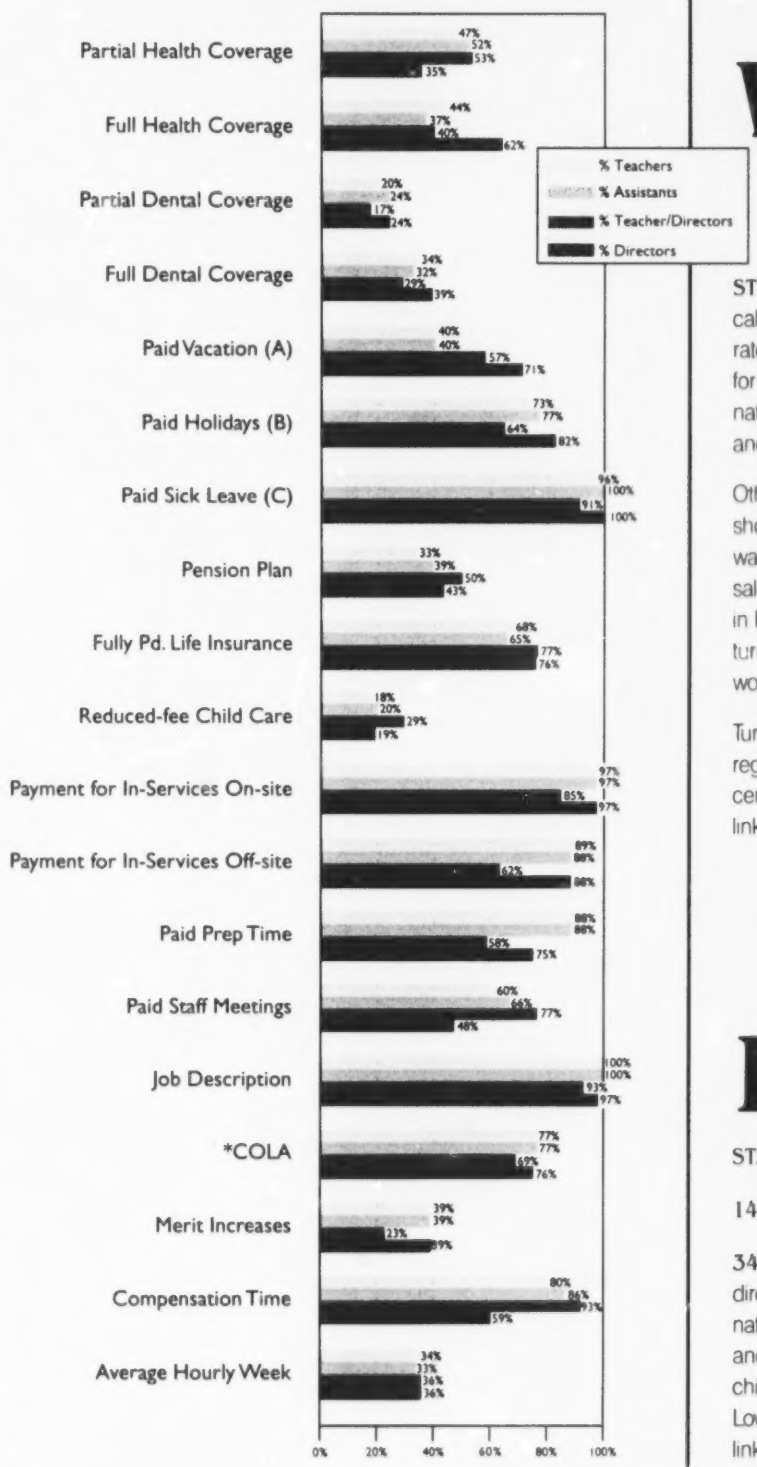
CHART 4: BENEFITS & WORKING CONDITIONS FOR CENTER BASED PROGRAMS



*** Cost-of -Living Adjustment**

A. The average number of vacation days per year is 8
B. The average number of paid holidays per year is 9
C. The average number of sick days per year is 7

CHART 5: BENEFITS & WORKING CONDITIONS FOR HEAD START



*** Cost-of -Living Adjustment**

A. The average number of vacation days per year is 8
B. The average number of paid holidays per year is 9
C. The average number of sick days per year is 8

Turnover in Pennsylvania Child Care Centers

WELL-TRAINED AND CONSISTENT STAFF ARE KEY INGREDIENTS OF QUALITY PROGRAMS. IN PENNSYLVANIA, AS IN MOST COMMUNITIES, LOW WAGES FUEL HIGH STAFF TURNOVER WHICH UNDERMINES THE caliber of service the children receive.[9] The turnover rate in Pennsylvania was 31% for teachers and 34% for assistants, which, although slightly lower than the national average of 41%,[10] is still too high for consistent and stable care for children.

Other surveys conducted around the country have shown strong correlations between turnover rates and wages for teaching staff: programs paying the lowest salaries have the highest turnover rates. This was true in Pennsylvania: for teachers and assistants, lower turnover was linked with higher wages and better working conditions and benefits for experienced staff.

Turnover rates did not vary significantly between regions or program types. However, in non-profit centers, higher teacher and assistant turnover was linked with lower benefits.

Turnover in Pennsylvania Head Start Programs

HEAD START PROGRAMS IN PENNSYLVANIA HAVE A RELATIVELY STABLE WORK FORCE. THE TURNOVER RATE IS 14% FOR TEACHERS, 15% FOR ASSISTANTS, 34% FOR TEACHER / DIRECTORS AND 8% FOR directors. This rate is slightly lower than the 20% national average for teachers in Head Start programs[11] and much lower than turnover in full-day, year-round child care centers nationally and in Pennsylvania. Lower teacher turnover in Head Start programs was linked with better working conditions.

Although Head Start hourly wages do not translate to a higher annual salary for staff compared to other Head Start programs in the state, the greater availability of health and dental benefits, particularly during this recession, results in a better overall compensation package for Head Start personnel.

Furthermore, Head Start staff work in a more professional environment which includes more likelihood of receiving paid preparation time, greater numbers of sick days, raises, and access to pension and life insurance. It may also be that the shorter work year and work day in the classroom and the relatively older age of Head Start staff compared to center personnel influence job stability. Nevertheless, it is important to recognize that Head Start compensation is inequitable compared to other occupations given the education and experience level of staff.

Summary

HIGH QUALITY CHILD CARE REQUIRES AN ENVIRONMENT THAT VALUES ADULTS AS WELL AS CHILDREN. THE NATIONAL CHILD CARE STAFFING STUDY DOCUMENTED the link between low wages and high turnover, which has been replicated in subsequent studies around the country. The Staffing Study also showed that children attending centers with high turnover are less competent in their language and social development.[12] Without major improvements in salaries and working conditions, qualified staff in Pennsylvania centers and other states will continue to leave the child care field for jobs that offer a living wage. Children will suffer the consequences. And, the primarily female child care and Head Start work force will continue to receive poverty-level wages despite their significant experience and investment in education and training.

To improve the adult work environment in child care and thus the developmental environment for children requires action at many levels of society. The federal government has recently recognized the need to improve the compensation of teachers and providers caring for young children. In the 1990 Re-authorizations for Head Start and Military Child Care, specific provisions were made for raising salaries. In the recently passed Child Care and Development Block Grant the federal government committed funds for improving the quality of child care services. Increasing compensation and training options for teachers and providers were included in the list of activities to improve quality. Thus, each state now has the option to use some portion of the new federal dollars as well as state resources to address the staffing crisis.

Supportive public policies require efforts by all those concerned about child care services. Parents, early childhood practitioners, employers and the community at large interested in these issues are invited to become involved in the Worthy Wage Campaign, which is a multi-year national effort to focus public awareness on the child care staffing crisis and to develop strategies to secure a skilled and stable child care work force as the cornerstone of quality service.

To learn about Campaign activities in Pennsylvania, contact the Pennsylvania Association for the Education of Young Children or the Child Care Employee Project.

FOOTNOTES

1. A written survey published by the Child Care Employee Project.
2. All findings reported are statistically significant.
3. Whitebook, M., Howes, C., Phillips, D. (1989). *Who Cares? Child Care Teachers and the Quality of Care in America – The National Child Care Staffing STudy.* Oakland, CA: Child Care Employee Project. This study reports that while less than half of women in the civilian labor force have attended college, more than half of the assistant teachers and almost three-quarters of the teachers in the Study had some college background.
4. Ibid.
5. Ibid.
6. Ibid. Based on 35 hours a week for 50 weeks a year, the average work schedule for child care teaching staff found in the *National Child Care Staffing Study* and similar to that reported by programs in this sample.
7. Ibid.
8. Ibid.
9. Ibid.
10. Ibid.
11. Barbara Willer, Sandra Hofferth, Ellen Eliason Kisker, Patricia Divine-Hawkins, Elizabeth Farquhar, Frederic Glantz, *Demand and Supply of Child Care in 1990,* (1991) Washington D.C. National Association for the Education of Young Children.
12. Ibid.

"Communities depend on child care teachers.

Our future depends on valuing them as well."

Chapter III is a report prepared by the Child Care Employee Project.

For more information about salary data collection and analysis and other resources to improve wages and working conditions of child care teachers, contact:

CHILD CARE EMPLOYEE PROJECT
6536 Telegraph Avenue, #A-201 • Oakland, CA 94609-1114
(510) 653-9889

Technical assistance by CCEP staff: Marcy Whitebrook, Marianne Torres, Leslie Phillipsen, Miura Smith, Sandra Freire, Eileen Segarra-Almestica

Data gathered by: **Pennsylvania Association for the Education of Young Children**

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CHAPTER IV

The Pennsylvania Study in Context: Implications for Children of the Commonwealth

- Pennsylvania Trends for Child Care and Head Start Staff
- Salaries
- Turnover

Teaching in Early Childhood in Child Care and in Head Start

- Pennsylvania Public Schools and the General Workforce
- Implications for Early Childhood Teachers
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The Pennsylvania Study in Context: Implications for Children of the Commonwealth

THIS CHAPTER EXPLORES THE FINDINGS OF THE PENNAEYC STUDY IN RELATION TO OTHER NATIONAL AND STATE STUDIES AND THE PENNSYLVANIA POPULATION IN general. By comparing the PennAEYC study to similar studies conducted in Pennsylvania, we can get a sense of trends in the early childhood workforce. By balancing the PennAEYC findings with working condition information about public school teachers and the general workforce, we can see more clearly the employment picture for workers in child care and Head Start programs in our state.

Pennsylvania Trends for Child Care and Head Start Staff

THREE COMPREHENSIVE STUDIES ABOUT SALARIES IN EARLY CHILDHOOD PROGRAMS WERE CONDUCTED IN PENNSYLVANIA IN 1988 AND 1989 WHICH CAN provide a basis for comparing data with the recent 1992 PennAEYC study described by CCEP in chapter 3 of this report.

In 1988, The Legislative Budget and Finance Committee (LBFC), a joint committee of the Pennsylvania General Assembly, conducted a study of salaries paid to direct care workers in community mental health and mental retardation programs and direct care workers in child day care programs. Three hundred and eighty six child day care providers responded to the survey, providing information about 3,104 child day care employees. This study will be referred to as the LBFC report throughout this chapter.

Early in 1989, a Pennsylvania child care training needs assessment was conducted by the Pennsylvania State University at Harrisburg. 500 surveys were sent to a representative sample of child care centers with 214 responses returned, representing a balanced sample of the four child care licensing regions throughout the state. The study collected information about experience, education, and salaries. Only one employee for each child care center completed the survey, usually the director or an experienced teacher in the program. Salary, education, and experience data was not collected for all employees in each center. This study will be referred to as the Penn State Harrisburg report.

The Office of Child Development, University of Pittsburgh, surveyed 989 parents of children age eight and younger, 422 agencies (including child care centers, Head Start programs, and private nursery school), and 41 teacher training programs throughout the Commonwealth in 1989. This report, *The State of Early Childhood Services in Pennsylvania*, was conducted as a report to The State Board of Education on early childhood services and will be referred to as the University of Pittsburgh report throughout this chapter.

The 1989-90 national study conducted by Head Start and cited in Chapter 2 of this report provides salary information about Pennsylvania Head Start workers and will be referred in this chapter. This report will be referred to as the National Head Start (NHS) Study.

Salaries

SALARIES HAVE REMAINED CONSISTENTLY LOW IN CHILD CARE AND HEAD START PROGRAMS IN PENNSYLVANIA IN RECENT YEARS. WHILE GROWTH HAS OCCURRED over the period from 1988 to 1992, growth has done little to overcome low wages in both types of programs. Increases have barely kept pace with inflation and have, in fact, decreased in relation to the increase in minimum wage over this time period.

The statistics indicate the largest increase in wages has been for child care directors. This increase may reflect the increasing demands placed upon the position of center director and may depict the lack of variation between director and teacher salaries compared to responsibilities.

Head Start teaching salaries have increased slightly more than their colleagues in child care. This difference indicates recent funding to address compensation for Head Start staff which is reflected in 1992 salary figures. Funding designated to increase salaries, however, seems to have had a minimal impact in raising salaries to a competitive level for Head Start staff in Pennsylvania by 1992.

Not only are child care salaries low in Pennsylvania, but the statistics indicate that child care workers cannot expect to be rewarded for years of experience in the field. In the training needs study conducted in 1989 by Penn State, Harrisburg, highly experienced staff were surveyed. The majority of participants (64%) had been a child care provider for five years or longer, as compared to PennAEYC participants where only 44%

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TABLE 1:

STARTING HOURLY WAGES FOR CHILD CARE STAFF 1988-1992

	LBFC 1988[1]	PennAEYC 1992	% Of Increase 1988-92
Directors	7.05	11.05	57%
Teachers	5.18	5.80	12%
Assistants/Aides	4.29	5.04	17%
Minimum Wage	3.70	4.25	15%

TABLE 2:

ANNUAL SALARIES 1988-92 EXPERIENCED* CHILD CARE STAFF

	LBFC** 1988	UNIV. PGH. 1989[2]	PennAEYC 1992
Directors	$12,338		$20,982
Teachers	$ 9,065	$11,304	$13,405
Assistants/Aides	$ 7,508		$10,255

TABLE 3:

ANNUAL SALARIES 1989-92 EXPERIENCED* HEAD START STAFF

	NAT'L HS PA STATS 1989[3]	Penn AEYC HEAD START 1992
Directors	$20,383	$18,585
Teachers	$10,986	$14,404
Assistants/Aides		$ 9,590

*Experienced is defined differently in the studies cited. In the University of Pittsburgh study, experienced teachers were teachers with 5 years of experience. The National Head Start figure represents an average of all staff in that position. The PennAEYC figures represent staff earning the highest wages paid in individual programs, but do not indicate years of experience.

** The LBFC assistant/aides statistic does not include aide wages. LBFC annual salaries were calculated using CCEP formula of hourly wage x 35 hr. work week.

The apparent decrease in Head Start director salaries reflects the combining of various administrative positions for the purpose of salary figures in the PennAEYC study. An accurate comparison of director only salaries, thus, cannot be made between the two Head Start director figures.

of directors, 28% of teacher/directors, and 22% of teachers had been employed in their positions for more than five years.

No relationship between years of experience and annual salaries was found in the Penn State study.[4] Information from the 1992 PennAEYC study does not allow for this type of analysis, however the range of starting salaries and highest paid salaries overlaps significantly. Highest paid teachers in many programs may make the same amount or less than starting teachers in other programs.

Regional differences in the Southeastern (Philadelphia) area consistently show higher child care salaries than other regions in the state. These statistics mirror higher general wages and cost of living for the Southeastern region of the Commonwealth (see Table 4, page 17).

Turnover

TURNOVER FIGURES INDICATE THAT A TREND TOWARD HIGH TURNOVER IN CHILD CARE CENTERS AND HEAD START PROGRAMS HAS PERSISTED IN Pennsylvania, with child care staff turnover consistently greater than in Head Start programs. The Legislative Budget and Finance Committee Report found a 37% turnover rate for teachers and a 31% turnover rate for assistant teachers in child care programs. The study compared these rates to turnover in Head Start and nursery school programs in the Commonwealth and found that turnover in child care was significantly higher than for counterparts in these other early childhood programs. Further, the study found that it took programs an average of five weeks to fill vacant teacher positions in their child care programs. The study also found some correlation between teachers with

TABLE 4:

AVERAGE REGIONAL WAGES AND THE CHILD CARE IN PA WORKFORCE

	CHILD CARE TEACHERS		PA L & I
	LBFC 1988[5]	PennAEYC 1992	GENERAL WORKFORCE 1990[6]
Southeastern Region	$5.82	$8.66	$11.99 (Philadelphia)
Northeastern Region	$4.96	$7.16	$11.05 (Allentown/Bethlehem)
Central Region	$4.99	$7.54	$11.12 (Harrisburg/Lebanon/Carlisle)
*Western Region	$4.63	$6.93	$11.41 (Pittsburgh)

* Confirmed in both the LBFC report and the CCEP report for the PennAEYC Study, Western Region child care wages fall significantly below other major regions in the state and do not reflect general workforce wages for that region.

higher salaries having lower turnover rates.[7] The University of Pittsburgh report noted that 59% of child care programs and 88% of Head Start programs had difficulty hiring direct teaching staff, as compared to 10% of public schools and 34% of private and parochial early childhood programs in the state.[8]

Turnover rates in the 1992 PennAEYC study indicate that turnover has not improved in child care programs in the Commonwealth in the years since these two reports.

TURNOVER RATES 1991-1992

Child Care	
Teachers	31%
Assistants/Aides	34%
Head Start	
Teachers	14%
Assistants/Aides	15%
Teacher/Directors	34%

Several outside variables may impact upon turnover figures, as well. The PennAEYC study gathered statistics about turnover during a period of economic recession, when turnover for all jobs is likely to be lower than average. The CCEP report notes that these turnover figures are slightly lower than those found nationally in the National Day Care Staffing Study (41%), and the Head Start figures for most positions are lower than those noted in the National Head Start Study (25%).[9]

The CCEP report for the PennAEYC study notes that 36% of teachers in child care programs surveyed were under 30 years old. In contrast, most Head Start teachers were in the 30-50 age range. In Pennsylvania, 41% of all Head Start staff are former or current parents of children in Head Start. These figures suggest that the Head Start teaching population is an older staff with a strong commitment to the Head Start ideal, who may also view their position with Head Start as a positive employment opportunity and a step up from poverty. It should be noted, however, that the poverty level for a family of four is $13,950, placing many Head Start teachers and all assistants below the poverty level. This is particularly significant in light of the National Head Start Study finding that the Head Start salary is the sole source of income for 36% of all Head Start staff.[10]

Child care workers, on the other hand, make up a young, educated workforce who may see their child care positions as a first step in a career ladder and find the low pay particularly discouraging. In fact, the University of Pittsburgh study noted a strong impact upon early childhood programs in the Commonwealth related to this problem. More than one third of all graduates in Early Childhood education reported that they preferred to teach in elementary grades because of better pay, though this was not their specialty area, and one quarter of such graduates leave the Commonwealth to seek employment elsewhere.[11] Not only do all child care direct teaching staff also average salaries that fall under the poverty level for a family of four, but child care teaching staff and directors are well under the Pennsylvania guidelines for eligibility for subsidized child care. A family of three in the Commonwealth is eligible for child care subsidies at a family income of $27,189. This is particularly ironic in light of the fact that the survey indicated the benefit offered by the greatest number of child care programs in the state is reduced child care fees for employees as their way to address the affordability issue.

Teaching in Early Childhood in Child Care and in Head Start

Pennsylvania: Public Schools and the General Workforce

THUS FAR, FIGURES FOR CHILD CARE AND HEAD START IN PENNSYLVANIA HAVE BEEN LOOKED AT PRIMARILY IN ISOLATION TO NOTE TRENDS IN THESE FIELDS. These figures must also, however, be put into context when compared with other early childhood professionals and the general workforce to understand the implications of salary figures in these types of programs.

Per capita income (1989) in Pennsylvania (regardless of educational level) was $17,387.[14] Nationally, the average college graduate (most recent figures from 1987) made $31,029. High school graduates averaged $18,902 and those without a high school diploma were making $15,249 in 1987.[15]

The CCEP report notes that child care teaching staff have completed more years of formal education than the average American worker. **Furthermore, the University of Pittsburgh study noted that although the percentage of college degreed teachers is not as high in child care programs as in public schools, teachers in child care centers and other private schools matched their public school counterparts in appropriate early childhood and child development training.**[17]

Looked at in this perspective, it is easily apparent why in 1988 *The Jobs Related Almanac* ranked the position of child care worker 244 out of 250 jobs. This low ranking was based on factors such as income, work environment and stress.[18]

TABLE 5:

1990 NATIONAL COMPARISON OF TEACHERS IN EARLY CHILDHOOD PROGRAMS[12]

	Child Care		Head Start	Public Schools
	Non Profit	For-Profit		
Hourly Wages	$7.40	$6.30	$9.67	$14.40
Turnover	25%	27%	20%	14%
% of Teachers w/College Degree	49%	35%	45%	88%

The average hourly wage for the coal mining industry in Pennsylvania in 1990 was $16.44.

TABLE 6:

COMPARISON OF TEACHERS PENNSYLVANIA EARLY CHILDHOOD PROGRAMS*

	Child Care PennAEYC 1992	Head Start PennAEYC 1992	Public Schools PADoE 1991
Average Salaries	$13,405	$14,014	$35,530
Turnover	31%	14%	**75%
% of Teachers w/College Degree	66%	58%	***

* Public School figures are for all elementary teachers in Pennsylvania, 1990-91. The public school salary figure represents an average increase of 8.2% in one year, compared to child care center teachers' 12% increase over the past four years.[14]

** Report more than 10 years of service.

*** Averaged 4.4 years of education.

In Collins' study he noted that Head Start teachers were making only 60% of public school salaries, but as public school salary base has risen in Pennsylvania, Child Care and Head Start teachers' current salaries equal 39% of public school teachers.

Implications for Early Childhood Teachers

THE IMPLICATIONS FOR EARLY CHILDHOOD TEACHERS IN BOTH CHILD CARE AND HEAD START PROGRAMS ARE PROFOUND.

COMPARED TO THEIR COMPARABLY educated and trained public school colleagues, they can expect to make close to one third the salary. This represents a significant decline in already disproportionately wages. While public school teachers also usually receive fully-paid health and dental coverage, as well as a pension plan, the PennAEYC study found that less than one-third of child care teachers and one-half of Head Start teachers receive fully paid health coverage, with full dental coverage and pension plans for less than 20% and 35% respectively. Child care workers work a full day, 50 weeks a year, while Head Start teachers work the "school year," though this benefit has a negative effect on their overall salary.

Several factors may combine to reduce turnover for Head Start employees compared to their colleagues in Child Care. Head Start offers the benefits of a comprehensive support staff, excellent training programs, time for planning, personal commitment to the ideals of Head Start, and a career ladder offering opportunities for a choice of several administrative positions within Head Start. This can hardly serve as justification for near poverty level wages in Pennsylvania Head Start, however, which serves to assist families struggling with poverty and has a large proportion of former and current parents on its payroll.

Child care workers in general, not only cope with low wages and poor benefits, but also with a low-status job that lacks a "professional" image despite the high educational level of those in the field.

While the indications for those educated in early childhood education and seeking to work in Head Start or child care are certainly negative, the implications for Pennsylvania's young children are also profound. Pennsylvania Head Start currently serves 21,504 children, though this figure is only 27% of all those eligible for services in the state.[19] More than half of Pennsylvania's children age five and under are in some type of out of home care for 26 hours or more each week.[20] As noted in chapter 2 of this report, low wages resulting in high staff turnover in these programs ultimately affect the development of large numbers of Pennsylvania's future citizens. Though solutions to addressing compensation for early childhood staff are complex, the importance of making a significant impact in achieving equitable salaries and benefits for those nurturing Pennsylvania's children is critical as noted in Chapter 2.

Summary of Findings

- **C**hild Care and Head Start teacher salaries in Pennsylvania are only one-third of comparably educated Pennsylvania public school teachers.
- **P**ennsylvania Child Care teaching staff salary increases over the past four years have barely kept up with inflation.
- **P**ennsylvania Child Care and Head Start teachers – of whom nearly two-thirds hold a four-year degree – make less than the average U.S. worker who has never graduated from high school.
- **C**hild Care and Head Start teaching staff average salaries in Pennsylvania fall at or below the poverty level for a family of four.
- **F**orty-one percent of Pennsylvania Head Start staff are current or former Head Start parents. Nationally, for 36% of all Head Start staff, the Head Start salary is the sole source of family income.
- **C**hild Care salaries for all positions, including directors, fall well under the income limits for subsidized child care for a family of three.
- **I**n Pennsylvania, more than one-third of all graduates in Early Childhood Education reported preferring to teach in the elementary grades because of better pay, and one-fourth of all ECE graduates leave the state to find employment (University of Pittsburgh Study, 1989).
- **L**ess than one-third of Child Care teachers and one-half of Head Start teachers receive fully paid health coverage, with full dental and pension plans for less than 20% and 35% respectively.
- **T**urnover rates for all Child Care teaching staff was 31-34% per year in 1991-92; for Head Start teaching staff turnover 14-15% per year, with teacher-directors at 34%.
- **F**ifty-nine percent of Child Care programs and 88% of Head Start programs reported difficulty hiring teaching staff, as compared to 10% of public schools and 34% of private and parochial early childhood programs in Pennsylvania (University of Pittsburgh Study, 1989).
- ***T**he Jobs Related Almanac* ranked the position of child care worker 244 out of 250 jobs. This low ranking was based on factors such as income, work environment and stress.

1. Legislative Budget and Finance Committee, *Report on Salary Levels and Their Impact on Quality Care for Client Contact Workers in Community-Based MH/MR and Child Day Care Programs*, Harrisburg, PA, February, 1989, p. 80.
2. McCall, Robert B., *The State of Early Childhood Services in Pennsylvania: Conclusions and Recommendations*, Office of Child Development, University of Pittsburgh, December 15, 1989, p. 6.
3. Collins, 13, 23.
4. Fiene, Richard; Williams, Helena; Lesniak, Robert, *Pennsylvania Child Care Training Needs Survey*, Pennsylvania State University at Harrisburg, March 1989, p. 5.
5. Legislative Budget and Finance Committee, p. 80.
6. *1992 Pennsylvania Abstract: Thirtieth Edition*, Penn State Data Center, Middletown, PA, July 1992, p. 100.
7. Legislative Budget and Finance Committee, p. 82-83.
8. McCall, p. 7.
9. Collins, p. 16.
10. Ibid, p. 19.
11. McCall, p. 7.
12. Willer, et al., p. 18-19.
13. *1992 Pennsylvania Abstract*, p. 100.
14. *1992 Pennsylvania Abstract*, p. 101.
15. U.S. Department of Labor, *Occupational Outlook Quarterly*, Fall 1991.
16. Pennsylvania Department of Education, *Public Schools: Professional Personnel - 1990-91*, Division of Data Services, Harrisburg, PA, August 1991, p. 5, 6, and 8.
17. McCall, p. 6.
18. Krantz, Les, ed., *The Jobs Related Almanac*, World Almanac, N.Y., 1988.
19. Information provided by a member of The Pennsylvania Head Start Collaboration Project.
20. McCall, p.3.

Recommendations for Future Research

• **E**ffects of CCDBG funds linking compensation to increased training. Tracking program participation for seeking training as well as offering qualified teaching staff to deliver training. Did this participation in training reduce turnover?

• **S**tudy to determine percentage of teachers in the Commonwealth in Child Care and Head Start with an Early Childhood degree, certification, CDA and/or Associate degrees and assess correlation between salary level and turnover.

• **D**evelopment of career ladder/mentorship positions for child care workers and effects on turnover.

• **I**ncrease the availability of Accreditation/Mentor programs within the Commonwealth. Assess interest response and link between quality compensation and turnover within these programs in the Commonwealth.

• **B**roader study including private, parochial, and family day care.

• **S**tudy focusing attention upon what happens to Child Care and Head Start staff who leave their jobs. Do they get better paying jobs within the profession? Do they leave the field? If they leave the field what opportunities do they seek. What is the differential in pay in newly acquired jobs.

• **P**ublic perception study on views toward child care as a profession; what does public feel should be paid; is there a difference from public school teachers salaries and publics' perceptions of comparable worth?

• **H**ow can public funding best be used in Child Care and Head Start to enhance salaries?

• **E**xamine the effects of the new Department of Public Welfare licensing requirements for staff qualifications, group size and staff:child ratio. Do better working conditions have an effect upon staff turnover?

WORTHY WAGE CAMPAIGN

Worthy Wage Day **April 22, 1993**

WHO WE ARE

Whether we call ourselves child care workers, family child care providers, preschool or early childhood teachers, teacher assistants or caregivers, we are working in a field where most employees are underpaid and undervalued – a field that is continually losing its best workers because of poor wages and benefits.

The Worthy Wage Campaign is a five-year grassroots effort to empower ourselves and mobilize to reverse this child care staffing crisis. Each year the focal point of the Campaign is a nationwide Worthy Wage Day – set in 1993 for Thursday, April 22. We are working to inform the American public, and our political leaders, that:

- the nation's child care system must have a level of funding that meets the true cost of providing quality child care;
- we can no longer keep a poorly funded system afloat by working for substandard pay;
- child care compensation is a problem that must be solved now.

Any group or individual is welcome to join the Worthy Wage Campaign – and we greatly appreciate the participation of parents and other child care advocates. To receive more information, contact the Child Care Employee Project, the Campaign's national coordinator, at (510) 653-7058. We'll help you link up with Campaign members who are already active in your area, or help you get a local effort off the ground.

Information from November CCEP Newsletter

WORTHY WAGE CAMPAIGN GOALS

- To increase the value and respect for those who provide early care and education through improving their wages, benefits, working conditions and training opportunities
- To promote the accessibility and affordability of high quality early care and education options that meet the diverse needs of children and families
- To create a unified voice for the concerns of the early care and education work force at the national, state and local level

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The National Coalition for Campus Child Care, Inc. has conducted a national campus child care study which includes salary information for campus based child care center employees. For more information about the results of this study contact NCCCC at PO Box 258, Cascade WI 53011, or call 414-528-7080.

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